

**PREPLAN ANALYSIS
FOR THE
ANDREWS RESOURCE AREA/STEENS MOUNTAIN COOPERATIVE
MANAGEMENT AND PROTECTION AREA
RESOURCE MANAGEMENT PLAN AND
ENVIRONMENTAL IMPACT STATEMENT**



**Prepared by:
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STATEMENT**

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**PREPLAN ANALYSIS
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CHAPTER I. INTRODUCTION AND BACKGROUND

The Steens Mountain Cooperative Management and Protection Act of 2000 (P.L. 106-399) (Act) established the Steens Mountain Cooperative Management and Protection Area (CMPA). Special Management Areas (SMAs) created within the CMPA include the Wildland Juniper Management Area (WJMA), the Steens Mountain Wilderness, which contains a No Livestock Grazing Area, new Wild and Scenic River (WSR) designations, and the Redband Trout Reserve. In addition, the Act authorized five specific land exchanges, created a citizen's advisory council (Steens Mountain Advisory Council (SMAC)), authorized establishment of a science advisory committee, and established a Mineral Withdrawal Area. Congress recognized the Steens Mountain CMPA, located in Harney County, Oregon, fosters exceptional cooperative management opportunities and offers outstanding natural, cultural, scenic, wilderness, and recreational resources. To ensure those resources are appropriately managed, the Act mandated the Oregon Bureau of Land Management (BLM), Burns District, prepare a management plan for the CMPA by October 30, 2004.

In 1995, preparation of the Southeastern Oregon Resource Management Plan (SEORMP) was initiated by the BLM, Vale and Burns District Offices. The SEORMP initially included the Burns District's Andrews Resource Area (RA). As a result of the Act, however, this Field Office determined it was necessary to create a separate RMP for Andrews RA and Steens CMPA to address changes in management resulting from directives of the Act. Consequently, Andrews RA is no longer addressed in the SEORMP. As required by the National Environmental Policy Act (NEPA), an Environmental Impact Statement (EIS) will be written to analyze alternatives posed in the Andrews/Steens RMP.

The RMP Planning Area encompasses a large segment of southern Harney County, and a portion of southwestern Malheur County. The CMPA lies entirely within Harney County. Andrews RA itself has been managed under the Andrews Management Framework Plan (MFP) since 1982. Part of the Mineral Withdrawal Area is within Malheur County and Vale District's Jordan Resource Area and effects of the withdrawal on that land have been addressed in the SEORMP.

The area to be addressed in the RMP/EIS involves the Andrews RA, the CMPA, and a small segment of the Burns District's Three Rivers RA included in the CMPA. (Map 1, Appendix A, depicts boundaries of the Planning Area, the CMPA, and Andrews RA.) The Planning Area only includes Three Rivers RA land specifically affected by CMPA planning. Discussion of issues specific only to Andrews RA will not include Three Rivers RA land. Issues and concerns specific to the CMPA will be addressed under separate headings in the document.

A resource objectives and goals implementation schedule will be developed and included in the RMP. The RMP process will be initiated by September 2001 and completed with issuance of Records of Decisions (RODs) no later than October 30, 2004. Two RODs will be signed. One will finalize the management plan for the Andrews RA and a separate ROD will similarly address the CMPA plan.

BLM, in concert with the SMAC and Southeastern Oregon Resource Advisory Council (RAC), is the agency responsible for plan preparation and coordination with other agencies, key stakeholders, and the general public.

CHAPTER II. PURPOSE OF AND NEED FOR RESOURCE MANAGEMENT PLAN/ENVIRONMENTAL IMPACT STATEMENT

The purpose of the RMP is to establish guidance, objectives, policies, and management actions for the Planning Area. The RMP will be comprehensive in nature and will resolve or address issues within the Planning Area.

The RMP will discuss the current management situation, desired future conditions to be maintained or achieved, wilderness management goals and methods, and management actions necessary to achieve objectives. The RMP will include an implementation plan for achieving the objectives. Due to overlapping, contiguous and related resource administrative and sociopolitical issues, the document will address and integrate, to the degree possible, all BLM plans related to management of land in the Planning Area.

In addition to the purposes described above, the RMP will also fulfill the following needs and obligations set forth by the Act, the NEPA, the Wilderness Act, the WSR Act, the FLPMA, and BLM Land Use Plan policy. A wilderness management plan and wild and scenic river plan will be developed within the RMP.

**A. STEENS MOUNTAIN COOPERATIVE MANAGEMENT AND PROTECTION AREA
LEGISLATION DIRECTIVE FOR PLAN PREPARATION**

The Act directs development of a management plan for the CMPA, which the Andrews Field Office intends to incorporate into the Andrews RMP.

**B. LAND USE PLAN EVALUATION FOR ANDREWS RESOURCE AREA DECISIONS
FOR INCORPORATION INTO RESOURCE MANAGEMENT PLAN**

BLM Instruction Memorandum No. 2000-162 (08/01/2000) states it is BLM's policy to complete land use plan evaluations as soon as possible on all National Monuments and National Conservation Areas (and the CMPA) to provide the basis for public scoping for the preparation of management plans for these areas.

The Andrews MFP was evaluated in 1993 and found to be inadequate. As it has not changed, no further evaluation is necessary. The inadequacy finding is part of the basis for the decision to prepare an Andrews RA RMP.

**C. NEED TO PREPARE ANDREWS RESOURCE MANAGEMENT PLAN AND
ENVIRONMENTAL IMPACT STATEMENT**

In compliance with the BLM Plan Evaluation Policy, management decisions contained in the MFP, and other activity-level planning documents which pertain to the Andrews RA, land will be evaluated as part of the RMP scoping process. Those decisions determined to be still valid will be carried into the RMP. Similarly, management decisions and actions in Allotment Management Plans (AMPs), wildlife habitat plans, and other related activity plans will also be evaluated for incorporation.

Approximately 18,259 acres are proposed for acquisition through legislated exchanges mandated by the Act. The RMP may identify other land for acquisition. Conversely, the RMP may also identify certain land within the Andrews RA boundary as suitable for disposal to address management needs and objectives.

The designation of the Steens Mountain Wilderness will result in management changes from the *Interim Management Policy for Lands Under Wilderness Review* (IMP) for WSAs to management for the wilderness designated area. New management actions will be needed to ensure protection of wilderness values. The IMP will continue to be followed for management of WSAs in the Andrews RA. The RMP will address management of the Wilderness Area.

The combination of changes resulting from the Act, and the need to address public land uses, issues, and concerns, which have arisen over the 19 years since the approval of the MFP, necessitates the preparation of an EIS rather than an Environmental Assessment (EA) or activity-level plan. As required by NEPA, an EIS will be prepared to analyze proposals in the RMP since the implementation of many of those proposals would constitute major Federal actions which could have a significant effect on the human environment.

D. PURPOSE OF THIS PREPLAN ANALYSIS

A Preplan Analysis is being developed to set the direction of work, to define work priorities and planning team responsibilities, to project time lines for public involvement and the EIS comment process, and to project total cost estimates for the RMP. This Preplan provides the general blueprint for how the RMP will be developed. It is intended that the Preplan be dynamic and the preparation strategy be modified as necessary. Specifically, the purpose of this Preplan is to:

1. Document the Planning Area boundaries covered by the RMP;
2. Identify the preliminary objectives of the RMP, issues to be resolved, and the planning criteria to be used to address them;
3. Document the scope, complexity, major responsibilities and requirements for the planning effort;
4. Establish the internal and external coordination for the agencies involved;
5. Identify a completion schedule and budget; and,
6. Establish and identify the public participation process.

CHAPTER III. PLANNING AREA DESCRIPTION

The Planning Area is in the northernmost part of the Great Basin and exhibits varied topography, geology, soils, vegetation, and wildlife. Elevations range from 3,900 feet in the Alvord Desert to 9,733 feet at Steens Mountain summit. Vegetation includes playa, salt desert shrub, sagebrush steppe, riparian, juniper and aspen, mountain shrub, and subalpine communities. Dominant geological features in the Andrews RA include Steens, Pueblo, Trout Creek, and Sheephead Mountains; Alvord Desert; and Catlow and Pueblo Valleys.

BLM-managed land within the Planning Area encompasses 108,345 acres in Malheur County and 1,615,219.2 acres in Harney County. The area also includes 4,037 acres of private land in Malheur County, 416,110.70 acres of private in Harney County, 464 acres of State land in Malheur County, 7,063 acres of State land in Harney County, and 26,493 acres under the jurisdiction of the U.S. Fish and Wildlife Service (USFWS). There are a total of 2,177,712 acres in the Planning Area. The CMPA consists of 425,500 acres, including 169,465 acres of wilderness (of which 97,071 acres are excluded from livestock grazing), and the 3,267-acre WJMA. The 900,000-acre Mineral Withdrawal Area encompasses the CMPA plus an additional 474,500 acres.

CHAPTER IV. GOALS AND OBJECTIVES FOR ANDREWS RESOURCE AREA/STEENS MOUNTAIN COOPERATIVE MANAGEMENT AND PROTECTION AREA

A. RESOURCE OBJECTIVES

1. Air Resources

Meet or exceed the National Ambient Air Quality Standards and the Prevention of Significant Deterioration increments with all authorized actions.

2. Energy and Mineral Resources

Provide opportunities for exploration and development of leasable energy and mineral resources while protecting other sensitive resources. Provide opportunities for exploration and development of locatable mineral resources while protecting other sensitive resources. Provide for public demand for saleable minerals from public land outside the 900,000 acre Mineral Withdrawal Area, while protecting sensitive resources.

3. Fire

Provide an Appropriate Management Response (AMR) on all wildfires, with emphasis on minimizing suppression costs, considering fire fighter and public safety, benefits, and values to be protected consistent with resource objectives. Recognize fire as a critical natural process and use it to protect, maintain, and enhance resources.

4. Rangeland Vegetation

Restore, protect, and enhance the diversity and distribution of desirable

vegetation communities, including perennial native and desirable introduced plant species. Provide for their continued existence and normal function in nutrient, water, and energy cycles. Manage big sagebrush cover in seedings and on native rangelands to meet the life history requirements of sagebrush-dependant wildlife. Control the introduction and proliferation of noxious weed species and reduce the extent and density of established weed species to within acceptable limits.

5. Woodlands

Actively manage woodlands to maintain or restore ecosystems to a condition in which biodiversity is preserved and occurrences of fire, insects, and disease do not exceed levels normally expected in a healthy woodland. Manage woodlands for long-term, healthy habitat for animal and plant species. Restore productivity and biodiversity in juniper and aspen woodland areas. Manage juniper areas where encroachment or increased density is threatening other resource values. Retain old growth characteristics in historic juniper sites not prone to frequent fire. Manage aspen to maintain diversity of age classes and to allow for species reestablishment.

6. Special Status Plant Species

Manage public land to maintain, restore, or enhance populations and habitats of Special Status plant species. Priority for the application of management actions would be: (1) Federal endangered species, (2) Federal threatened species, (3) Federal proposed species, (4) Federal candidate species, (5) State listed species, (6) BLM sensitive species, (7) BLM assessment species, and (8) BLM tracking species. Manage in order to conserve or lead to the recovery of threatened or endangered species.

7. Water Resources and Riparian/Wetlands

Ensure that surface water and groundwater influenced by BLM activities comply with or are making progress toward achieving State of Oregon water quality standards for beneficial uses as established per stream by the Oregon Department of Environmental Quality (ODEQ).

Restore, maintain, or improve riparian vegetation, habitat diversity, and associated watershed function to achieve healthy and productive riparian areas and wetlands.

Where water rights are needed to support programs and projects within the planning area, they will be secured through normal channels as prescribed by state law.

8. Fish and Aquatic Habitat

Restore, maintain, or improve habitat to provide for diverse and self-sustaining communities of fishes and other aquatic organisms. Manage the Redband Trout Reserve as dictated by the Act.

9. Wildlife and Wildlife Habitat

Maintain, restore, or enhance riparian areas and wetlands so they provide diverse and healthy habitat conditions for wildlife. Manage upland habitats so that the forage, water, cover, structure, and security necessary for wildlife are available on public land.

10. Special Status Animal Species

Manage public land and resources to maintain, restore, or enhance populations and habitats of Special Status animal species. Priority for the application of management actions would be: (1) Federal endangered species, (2) Federal threatened species, (3) Federal proposed species, (4) Federal candidate species, (5) State listed species, (6) BLM sensitive species, (7) BLM assessment species, and (8) BLM tracking species. Manage in order to conserve or lead to the recovery of threatened or endangered species. Facilitate the maintenance, restoration, and enhancement of bighorn sheep populations and habitat on public land. Pursue management in accordance with Oregon's Bighorn Sheep Management Plan in a manner consistent with the principles of multiple-use management.

11. Wild Horses

Maintain and manage wild horse herds in established Herd Management Areas (HMAs) at Appropriate Management Levels (AMLs) to ensure or enhance a thriving natural ecological balance between wild horse populations, wildlife, livestock, vegetation resources, and other resource values. Enhance and perpetuate special and unique characteristics that distinguish the respective herds.

12. Livestock Management

Grazing will be in compliance with current policy which includes the Standards for Rangeland Health and Guidelines for Livestock Grazing Management for Public Lands in Oregon and Washington.

Provide for a sustained level of livestock grazing consistent with other resource objectives and public land use allocations.

Livestock grazing in the ARA will occur in accordance with applicable laws, regulations and policies. Laws specifically include the Taylor Grazing Act, Public Rangelands Improvement Act and the Federal Land Policy and Management Act. Other laws affecting grazing program implementation include the National Environmental Policy Act, the Wilderness Act and the Endangered Species Act. The RMP will include the Standards for Rangeland Health and Guidelines for grazing management which apply to all BLM lands in Oregon.

The RMP will address several pasture and allotment boundary changes that have and will occur as a result of land exchanges, forage offsets for creation of the “no-livestock grazing” area and grazing management changes.

13. Recreation

Manage recreation to protect resource values, promote public safety and minimize conflicts among various users while at the same time providing a spectrum of recreational opportunities where appropriate.

14. Off-Highway Vehicles

Manage Off-Highway Vehicle (OHV) use to protect resource values, promote public safety, provide OHV use opportunities where appropriate, and minimize conflicts among various users.

15. Visual Resources

Manage public land actions and activities in a manner consistent with Visual Resource Management (VRM) class objectives.

16. Areas of Critical Environmental Concern

Retain existing and designate new Areas of Critical Environmental Concern/Research Natural Areas (ACECs/RNAs) where relevance and

importance criteria are met and special management is required to protect the values identified.

17. Wild and Scenic Rivers

Protect and enhance Outstandingly Remarkable Values (ORVs) of designated National Wild and Scenic Rivers (NWSRs) and protect and enhance ORVs of rivers found suitable for Wild and Scenic River status until Congress acts.

18. Wilderness

Designated Wilderness Areas will be managed under the Wilderness Management Policy. The wilderness resources will be dominant whenever choices must be made between preservation of the wilderness character and visitor use.

19. Land Adjacent to Wilderness Study Areas

BLM-administered land identified in the Wilderness Study Report and determined to have wilderness values would be included in adjacent Wilderness Study Areas (WSAs) and managed under Interim Management Policy (IMP).

20. Human Uses and Values

Manage public land and pursue partnerships to provide social and economic benefits to local residents, businesses, visitors, and for future generations.

21. Cultural Resources

Protect and conserve cultural and paleontological resources. Increase the public's knowledge of, appreciation for, and sensitivity to cultural and paleontological resources. Consult and coordinate with American Indian groups to ensure their interests are considered and their traditional religious sites, land forms, and resources are taken into account.

22. Land and Realty

Retain public land with high public resource values. Consolidate public land holdings and acquire land or interests in land with high public resource values to ensure effective administration and improve resource management. Acquired land would be managed for the purposes for which it was acquired. Make public land available for disposal within Zone 3 by State indemnity selection,

private or State exchange, Recreation and Public Purpose (R&PP) Act lease or sale, public sale, or other authorized method. Establish utility and transportation system corridor routes to the extent possible, taking into account avoidance areas, consistent with resource objectives.

B. GENERAL ANDREWS RESOURCE AREA GOALS AND OBJECTIVES

1. The Andrews RA shall be managed by the BLM to protect resources in accordance with the Federal Land Policy and Management Act of 1976 (FLPMA, 43 U.S.C. 1701 et seq.) and other applicable laws and regulations.
2. The Andrews RA shall be managed in accordance with all existing public land laws.
3. Subject to valid existing rights, all land within the Mineral Withdrawal Area is withdrawn from location, entry, and patent under the mining laws and from disposition under all laws relating to mineral and geothermal leasing.
4. Hunting and fishing are permitted within the Andrews RA in accordance with applicable Federal and State laws with the exception that the BLM, in conjunction with the Oregon Department of Fish and Wildlife (ODFW), may designate no hunting zones for reasons concerning public safety, administration or public use and enjoyment.
5. Off-Highway Vehicle (OHV) use in the Andrews RA shall be allowed to the extent usage conforms with site-specific area designations and is compatible with OHV management as described in the BLM's *OHV National Management Strategy for Motorized Off-Highway Vehicle Use on Public Lands*. This strategy took effect in January 2001.
6. Resources in the Andrews RA will be managed in accordance with all BLM guidance and policies.

C. GOALS AND OBJECTIVES SPECIFIC TO THE STEENS MOUNTAIN COOPERATIVE MANAGEMENT AND PROTECTION AREA ARE:

1. To manage the CMPA to conserve, protect, and manage the long-term ecological integrity of Steens Mountain for present and future generations;
2. To maintain and enhance cooperative and innovative management projects, programs, and agreements between tribal, public, and private interests in the CMPA;

3. To promote grazing, recreation, historic, and other uses that are sustainable;
4. To conserve, protect and to ensure traditional access to cultural, gathering, religious, and archaeological sites on public land within the CMPA by members of the Burns Paiute Tribe and to promote cooperation with private landowners;
5. To ensure the conservation, protection, and improved management of the ecological, social, and economic environment of the CMPA, including geological, biological, wildlife, riparian, and scenic resources;
6. To promote and foster cooperation, communication, and understanding and to reduce conflict between Steens Mountain users and interests; and
7. To ensure a monitoring program for public land within the CMPA will be implemented so progress toward ecological integrity objectives can be determined.

D. ELEMENTS CREATED BY LEGISLATION TO SUPPORT THE GOALS AND OBJECTIVES OF THE STEENS MOUNTAIN COOPERATIVE MANAGEMENT AND PROTECTION AREA

1. The Steens Mountain Wilderness consisting of 169,465 acres of public land was established and will be managed such that:
 - a. Subject to valid existing rights, the Wilderness shall be administered by the BLM in accordance with the Wilderness Act (16 U.S.C. 1131 et seq.).
 - b. The jurisdiction or responsibilities of the State of Oregon, with respect to wildlife and fish on the public land within the Wilderness, will not be affected by the Act.
 - c. No expressed or implied reservation of water for any purpose was created by the Act, and water rights in existence prior to the enactment date are not affected by the Act.
 - d. Any new water right determined necessary for purposes of the Act must be established under the procedures and substantive requirements of Oregon law.

2. Additional Management Goals for the Steens Mountain Wilderness Pursuant to BLM Wilderness Policy are to:
- a. Provide for the long-term protection and preservation of the area's wilderness character under a principle of nondegradation. The area's natural condition, opportunities for solitude, opportunities for primitive and unconfined types of recreation, and any ecological, geological or other features of scientific, educational, scenic or historical value present will be managed so they will remain unimpaired.
 - b. Manage the area for the use and enjoyment of visitors in a manner that will leave the area unimpaired for future use and enjoyment as wilderness. The wilderness resources will be dominant in all management decisions where a choice must be made between preservation of the wilderness character and visitor use.
 - c. Manage the area using the minimum tool, equipment or structure necessary to successfully, safely, and economically accomplish the objectives. The chosen tool, equipment or structure should be the one that least degrades wilderness values temporarily or permanently. Management will seek to preserve spontaneity of use and as much freedom from regulation as possible.
 - d. Manage nonconforming but acceptable uses permitted by the Wilderness Act, and subsequent laws, in a manner that will prevent unnecessary or undue degradation of the area's wilderness character. Nonconforming uses are the exception rather than the rule; therefore, emphasis is placed on wilderness character.
 - e. The 3,267-acre parcel in the southern portion of the former Blitzen River and Bridge Creek Wilderness Study Areas (WSAs) is released from WSA status and is no longer subject to management under "wilderness suitability" requirements set forth under section 603 of FLPMA. The 3,840-acre addition to the Basque Hills WSA, however, will be managed for "wilderness suitability."
 - f. The Act designated the Steens Mountain Wilderness as "closed" to OHV use and the remainder of the CMPA as "limited to existing roads." OHV use in the WSAs, Research Natural Areas (RNAs), Outstanding Natural Areas (ONAs), and Areas of Critical Environmental Concern (ACECs) is "limited to designated routes."

3. The Redband Trout Reserve was created to conserve, protect, and enhance Redband trout and the unique ecosystem and provide opportunities for research, education, and fish and wildlife-oriented recreation. The reserve consists of the Donner und Blitzen WSR above its confluence with Fish Creek and the adjacent riparian areas on public land within the Wilderness Area.
4. An area consisting of 97,071 acres of public land within the Steens Mountain Wilderness will be managed as a No Livestock Grazing Area (Section 113 of Act).
5. The WJMA consisting of 3,267 acres of public land will be used for experimentation, education, interpretation, and demonstration of management techniques for restoration of historic fire regime and native vegetation communities.
6. Kiger Creek (4.25 miles), Wildhorse Creek (7.00 miles), and Little Wildhorse Creek (2.60 miles) were designated as new WSRs, and additional segments of the Donner und Blitzen WSR including Ankle Creek (8.10 miles), South Fork of Ankle Creek (1.60 miles), and Mud Creek (5.10 miles) were also designated. These additions provide a total of 103.65 miles of WSR within the CMPA.
7. Five specific land exchanges (Appendix E) were identified in the Act to minimize private land within the Wilderness Area, and to provide for future acquisitions within the boundaries of the CMPA by voluntary exchange, donation or purchase from willing sellers. The purpose of these acquisitions is to protect and consolidate public landownership within the CMPA.
8. SMAC will be established to advise BLM on managing the CMPA and promoting cooperative management. The SMAC shall utilize sound science, existing plans, and other tools to formulate recommendations regarding new and unique approaches to the management of land within the boundaries of the CMPA. Cooperative programs and incentives will also be utilized to promote seamless landscape management that meets human needs and maintains and improves ecological and economic integrity. (See CHAPTER VII. C. Cooperation, Consultation, and Coordination for a list of SMAC positions.)
9. A Science Advisory Committee will advise the BLM and SMAC on scientific issues concerning the CMPA. The committee will be established and convened, when necessary, as determined by the SMAC and BLM.

CHAPTER V. ANTICIPATED ISSUES, MANAGEMENT CONCERNS AND PRELIMINARY PLANNING CRITERIA

A. ISSUES AND MANAGEMENT CONCERNS

A planning issue involves controversy or dispute over resource management activities or land use and entails alternatives among which to choose. This suggests groups or individuals are interested in a resource on public land, each resource may be valued differently, and there are alternatives by which to resolve the issue.

Management concerns are topics or points of dispute involving a resource management activity or land use. While some concerns overlap issues, a management concern is generally more important to an individual or a few individuals, as opposed to a planning issue which has a more widespread point of conflict. Addressing management concerns in the RMP/EIS helps ensure a comprehensive examination of BLM's land use management. Management concerns will be modified as the planning process continues and will usually not be addressed as thoroughly as an issue.

Preliminary issues and management concerns have been raised by BLM, other agency personnel, and by individuals and user groups. Some issues and concerns represent BLM's expectations as to what conflicts or problems exist with current management. The major issues and concerns will be published in a *Federal Register* Notice, and will be the subject of public comment periods (with open house meetings).

After public scoping, known issues, along with any additional issues raised by the public, will be placed in one of three categories:

1. Issues to be Resolved in the Plan,
2. Issues Resolved through Policy or Administrative Action, or
3. Issues Beyond the Scope of this Plan.

Rationale will be provided in the Plan for the category placement of each issue. The initially identified major issues, which will be addressed in the RMP, are listed below. Each issue has different sub-topics, questions, and management concerns which address specific uses and resources. Some segments of issues will only apply to the CMPA while others will not apply to the CMPA.

- Upland/Watershed Management
- Riparian Areas and Wetlands
- Woodlands Management
- Wildlife Habitat

- Special Status Species
- Energy and Minerals
- SMAs
- Fire/Fuels Management
- Recreation Management
- Lands and Realty Issues
- Wild Horses
- Cultural Resources
- Noxious Weeds
- OHV Management
- Water Quality/Aquatic Resources/Fisheries
- Transportation
- Socioeconomics

Each of these issues can lead to conflict relating to competing use of a resource. The following outlines each of the issues with ideas and questions to consider in resolving the issue.

<h3>Issue 1: Upland/Watershed Management</h3>
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Vegetation on upland range provides the foundation for many uses of resources on public land. Structurally diverse plant communities provide habitat for wildlife as well as forage for domestic animals. A healthy cover of perennial vegetation stabilizes the soil, increases infiltration of precipitation, slows surface runoff, prevents erosion, provides clean water to adjacent streams, and enhances the visual quality of public land. Concern has been expressed that resource uses may affect the natural function and condition of upland communities.

How will the BLM manage resource uses to improve and maintain the integrity of upland ecological communities?

Management Concerns

- How will livestock grazing be managed to sustain resource values while maintaining stable watersheds and the continued production of forage?
- What areas previously ungrazed could be grazed and under what circumstances? Are there areas where, or situations when, grazing should be excluded?
- What practices will be authorized and implemented to provide wildlife habitat and forage for livestock while maintaining other uses and values of public land resources?
- Under what conditions is grazing compatible with management of SMAs such as WSAs, WSRs, and ACECs?

- What are the visual considerations relating to upland conditions, and how will the BLM's Visual Resource Management (VRM) play a role?
- What indicators will be used to identify levels of wild horse use compatible with sustaining a thriving, natural, ecological balance?
- What practices will the BLM implement to manage wild horses consistent with the legislative mandate that all management activities be at minimum feasible level?
- What practices will be authorized and implemented to provide adequate habitat and forage for wildlife while maintaining other resource uses and values?
- What grazing practices are necessary to protect sensitive resource values such as riparian areas and Special Status species?
- What new and existing rangeland projects, including seedings, are needed to improve rangeland resource values?
- What rehabilitation practices will be implemented following rangeland project construction and maintenance that disturbs established vegetation cover?
- What criteria should be considered for fire rehabilitation, for restoration of wildlife habitat, and to determine whether or not native or introduced species should be seeded to stabilize watersheds?
- How should the BLM prioritize implementation of management practices to maintain desired conditions and improve undesirable conditions where feasible?
- What criteria should be established to determine conditions and timetables for improvements?
- What resource uses and management practices will be employed in geographic areas with lower management priority?
- Is the current strategy of full wildfire suppression compatible with upland management objectives?
- How, and to what extent, should fire be used to manage western juniper and aspen woodlands?
- Can cottonwood stands be restored along Donner und Blitzen WSR and the east side of Steens?
- Can juniper treatments in corridors be accomplished?

Issue 2: Riparian Areas and Wetlands

Vegetation in riparian areas and wetlands provides the foundation for many uses of resources on public land. Structurally diverse plant communities provide habitat for wildlife as well as forage for domestic animals. In addition, healthy riparian areas and wetlands stabilize the soil, act as sponges releasing water throughout the year, prevent erosion, and improve water quality for adjacent streams. Concern has been expressed that resource uses may affect the natural function and condition of riparian areas and wetlands. Among activities that can affect such areas are grazing, recreational use, woodland management, mineral exploration and mining, road construction and maintenance, and OHV use.

How will the BLM manage resource uses to improve or maintain the integrity of riparian ecological communities?

Management Concerns

- How will riparian vegetation communities be managed to improve or maintain ecological condition, species diversity, bank stability, water quality, and the timing of watershed discharge while providing for resource uses such as grazing, recreation, water development, mineral exploration and development, and woodland products harvest?
- What areas previously excluded from grazing could be grazed and under what circumstances? Are there areas or situations when grazing should be excluded?
- What are the visual considerations relating to riparian conditions, and how will the BLM's VRM play a role?
- How will riparian systems be managed to improve or maintain habitat quality for fish, wildlife, plants, and invertebrates?
- How will riparian and wetland areas be managed to incorporate State of Oregon water quality standards and approved management plans addressing water quality concerns?
- Is the current strategy of full wildfire suppression compatible with riparian management objectives?
- How will management actions in upland communities be handled to be compatible with the needs of riparian communities?
- How should management actions, with potential to affect riparian communities, be identified and prioritized?
- What time frames are acceptable to achieve riparian management objectives?
- When does the establishment of juniper threaten other resource values, and what management actions can be used to control the invasion?
- Is collection of baseline riparian information and Proper Functioning Condition on acquired and isolated stream segments necessary?
- Should the riparian habitat inventory be redone?

Issue 3: Woodlands Management

Expansion of juniper woodlands into other plant communities, riparian areas, and quaking aspen groves, and an increase in the density of historic woodlands may be detrimental to other plants and watershed functions. Woodland areas are subject to various demands for products, including fence posts, wood chips and firewood. Woodlands also provide habitat for wildlife species, help protect watersheds and have aesthetic values difficult to quantify.

How will the BLM maintain or improve woodland communities and how will woodlands be managed to maintain or improve rangeland and wildlife habitat?

Management Concerns

- What should be done to preserve and manage the 20.1 acres of grand fir forested areas on public land on Steens Mountain?
- Are there juniper woodland areas that should be preserved?
- What types of woodland products should be harvested?
- What are the potential effects of woodland management on wildlife, watersheds, soils, vegetation, recreation, aesthetics, and other resources?
- What kind of woodland management is compatible with management of Wilderness, ACECs, WSRs, and other SMAs?

Issue 4: Wildlife Habitat

Each species in the Planning Area contributes to biological diversity. All species may be affected by competition for resources or conversion of habitat on public land.

How will the BLM provide for wildlife habitat while considering other resource uses?

Management Concerns

- To what extent will livestock management and brush control be conducted to meet the habitat requirements of wildlife?
- Which areas, if any, are appropriate for reintroduction of wildlife, and what species could be reintroduced?
- What management practices avoid conflicts between wildlife and livestock for vegetation, especially between bighorn sheep and domestic sheep?
- What are the long-term strategies for managing wildlife?
- To what extent will the BLM adopt ODFW management objectives for game and nongame species of wildlife?
- What management practices best address areas of biodiversity, the needs of species at the limits of their range, and species assemblages?

Issue 5: Special Status Species
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Management of habitat for Special Status plant and animal species is a key issue in striving to keep species from being listed as threatened or endangered.

How can public land management contribute to the preservation and increase in healthy, sustainable populations of species now considered in Special Status? How can land management successfully prevent habitat destruction which would lead to listing of additional species?

Management Concerns

- To what extent will livestock management and brush control be conducted to meet the habitat requirements of Special Status species?
- Which areas, if any, are appropriate for reintroduction of Special Status species?
- What are the long-term strategies for managing habitat for Special Status species?
- To what extent will the BLM adopt ODFW management objectives for Special Status species?
- What management practices best address areas of biodiversity, the needs of Special Status species at the limits of their range, and species assemblages?

Issue 6: Energy and Minerals

The Planning Area contains a wide variety of energy and mineral resources, including occurrences of gold, silver, mercury, uranium, bentonite, zeolite, diatomite, and geothermal resources. Very small amounts of coal, natural gas, and oil have been reported. Although the area contains enormous reserves of saleable minerals such as sand, gravel and rock aggregate, large-scale use has been rare. The area contains occurrences of rock-hounding materials including thunder eggs, picture jasper, and petrified wood. As a result of the Act, 900,000 acres of the Planning Area have been withdrawn from mineral entry.

How will BLM manage energy and mineral resources on public land?

Management Concerns

- Are there areas where some types of energy and mineral development should be restricted or prohibited?
- Are there areas where mineral development should be recognized as being the highest and best use?
- How will energy and mineral development be managed to minimize resource conflicts?
- What are the visual considerations relating to management of energy and mineral resources, and how will the BLM's VRM play a role?
- How should recreational rock collecting be managed?
- What reclamation practices will be implemented following mineral development activities?
- Which remediation methods should be used for each identified abandoned mine site?
What leasing stipulations will be applied to the area outside of the mineral withdrawal?

Issue 7: Special Management Areas

Existing SMAs include ACECs, RNAs, ONAs, WSAs, Wilderness Areas, WSRs, an Historic District, a National Trail, a No Livestock Grazing Area, a WJMA, and a Redband Trout Reserve. A WSR Plan and Wilderness Plan will be addressed in the RMP.

How will SMAs be managed within the CMPA and in the Andrews RA outside the CMPA?

Management Concerns

- Should existing ACECs be retained under their current designations and management prescriptions?
- Are there other areas that warrant special designations to protect unique or special values?
- Would designating new SMAs or eliminating existing SMAs affect other resource values or management?
- How will impacts from nonconforming but acceptable uses and administrative needs in the Steens Mountain Wilderness be managed in order to meet objectives but also preserve wilderness character?
- How will wilderness values be protected against the impacts of unauthorized uses such as OHV use and other mechanized or motorized transport?
- What management actions are needed to protect and preserve wilderness values while offering opportunities for quality recreational experiences?
- Where and under what conditions will access be permitted to provide reasonable use and enjoyment of private land within wilderness?
- How will WSRs be managed as they relate to wilderness or other SMAs?
- How will the Historic District be managed with the continuing interest and visitation from the public?
- What preventive measures will need to be in place to successfully manage the No Livestock Grazing Area?
- How will the removal of livestock from the No Livestock Grazing Area affect natural ecological processes?
- What management actions will be introduced to control the spread of western juniper and rejuvenate depleted aspen stands in the WJMA?
- How will the Redband Trout Reserve be managed to protect the habitat for the fish and provide for research and education opportunities?
- How will land acquired subsequent to the Oregon Wilderness Inventory/EIS, determined to contain wilderness characteristics, be managed?

Issue 8: Fire/Fuels Management

Historically wildfire played an important role in ecosystem processes in the Planning Area. In the recent past full fire suppression has altered those processes. Current policy is to use fire to restore and maintain natural ecosystems while meeting resource objectives and protecting human life and property. However, existing land use plans do not address using wildland fire as a management tool.

How should the BLM manage wildland fire, fuels, and prescribed fire to meet, and be consistent with, resource objectives while protecting life and property? How can BLM and private landowners work together to manage wildland fires?

Management Concerns

- While the BLM continues to protect life, property, and important resources from fire, are there areas where Appropriate Management Response strategies should be implemented? If so, where and under what conditions would these strategies be applied?
- Which areas are appropriate for using prescribed/wildland fire as a management tool? How would this tool be used?
- Which areas may be subject to constraints (e.g., Oregon Department of Environmental Quality (ODEQ) air quality standards) that could limit the use of prescribed fire?
- Which areas should continue to have full suppression to protect important values?
- What rehabilitation practices would be implemented following fire?

Issue 9: Recreation Management

Outdoor recreation use within the Planning Area is expanding. There is demand for both developed and undeveloped recreation opportunities. Fishing, hunting, hiking, camping, driving for pleasure, and OHV use account for most recreation activities. Demand for permits for commercial recreation and organized group uses continues to grow.

How should the BLM manage recreation opportunities for both developed and dispersed recreation uses while meeting other resource objectives?

Management Concerns

- What types and levels of recreation should the Planning Area provide?
- How, when, and to what extent should the BLM enhance recreation opportunities?

- What conflicts with resource values or other uses would restrict recreation opportunities?
- How should BLM address Special Recreation Permits and any needed allocations?
- Would changes in existing OHV designations affect recreation opportunities?
- To what extent should the BLM develop facilities (campgrounds, trails, etc.) and generally improve recreation access opportunities to meet public demand, to provide for public health and safety, and to direct use away from areas of conflict?
- What role, if any, should BLM serve in encouraging tourism?
- How should the BLM provide for public awareness of recreation resources and opportunities?

Issue 10: Lands and Realty

More than two-thirds of the Planning Area is public land administered by the BLM. Land exchanges with the State as well as private individuals have allowed the BLM to acquire land with special resource values and to consolidate holdings. Some public land may be exchanged or sold in the future to provide for expansion of communities or other local needs. Physical access to public land within the Planning Area ranges from good to poor. As the demand grows for public land resources, the need for legal public access will increase.

How should BLM administer land status and values to improve management efficiency and cooperation with private landowners?

Management Concerns

- Should some BLM-administered land in the Planning Area be exchanged for other land with high public value, if the exchange is consistent with the land tenure objectives of the BLM? If so, which land should be exchanged?
- What effect does the Oregon Division of State Land's (ODSL's) "Asset Management Strategy" have on management of public land?
- Should some Federal agency withdrawals be considered for revocation?
- What land should be returned to BLM administration?
- Should State or other non-Federal mineral estates under public surface ownership be acquired through mineral estate exchanges?
- Where should the BLM consider exchanging BLM-administered land for other land with higher public values or consider selling isolated or difficult-to-manage land? Should the BLM consider selling land for public purposes and community expansion?
- What areas within the Planning Area should be identified as unsuitable for right-of-way routes for major utilities and roads?

- What areas within the Planning Area should be identified as open for right-of-way or other land use authorizations.
- What mitigation measures would be appropriate for land that is suitable for right-of-way routes?
- Which land in the Planning Area should have current withdrawals or classifications revoked, continued or modified? Which land in the Planning Area, not currently withdrawn, should be withdrawn in order to protect Andrews RA resources?
- Where should utility corridors, avoidance, and exclusion areas be designated?
- Is there land within the Andrews RA that should be identified for retention, acquisition or sale, exchange or other disposal in order to address management objectives and issues?
- What criteria should be applied when considering acquisition from willing sellers of non-Federal land to be added to the Andrews RA/CMPA?

Issue 11: Wild Horses

Five Herd Management Areas (HMAs) are in the Planning Area, including Heath Creek-Sheepshead, Alvord-Tule Springs, South Steens, Kiger, and Riddle. These areas have a combined Appropriate Management Level (AML) of 684 horses. The Kiger and Riddle HMA's Kiger Mustangs are highly prized among adopters and are known internationally for their Spanish Mustang characteristics. The colorful South Steens pintos are very popular for recreational viewing and adoption.

How will wild horses in the HMAs be managed to maintain a sustainable, viable, healthy population and be in a thriving, natural, ecological balance with their habitat and other multiple uses of the area?

Management Concerns

- How do goals and objectives of the CMPA affect the management of HMAs and wild horse populations?
- Should the existing AMLs for HMAs inside the CMPA boundary be changed considering the following:
 - s reduced acreage within the HMAs,
 - s impacts of existing and potential fencing (inside the HMA) to implement the Act's No Livestock Grazing Area,
 - s impacts of potentially removing fences within the HMAs,
 - S impacts of potentially adding fences in the HMA and outside of the No Livestock Grazing Area, or
 - s potential impacts of less water available to horses in the area west of the No Livestock Grazing Area?

- Should the Alvord-Tule Springs and Coyote Lakes HMAs be combined and the herds managed as one population?
- Are past decisions and current management practices regarding HMAs and Herd Areas within the Andrews RA still valid?

<p>Issue 12: Cultural Resources</p>
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Approximately 8 percent of the Andrews RA has been inventoried for cultural resources. There are 600 known archaeological sites, 10 fossil locations, and no known American Indian traditional use locations. Prehistoric sites consist predominately of lithic scatters, multitask occupation sites, rock shelters, and rock art. Historic sites include homesteads, abandoned dryland farms, wagon roads, sheep camps, arborglyphs (tree carvings), and the Riddle Brothers Ranch National Historic District. Agents of site deterioration include but are not limited to erosion, livestock trampling, vandalism/looting, road construction, rangeland seedings and improvement, and exposure to elements.

How will significant sites and localities be managed to ensure their protection and preservation?

Where and how will interpretation be used as an education tool to increase the public's awareness and appreciation of the RA's cultural resources? How will the BLM gain the scientific information forming the basis of this interpretation? How will American Indian interests, traditional religious sites, land forms and resources be considered and protected?

Management Concerns

- How can cultural and paleontology inventories (beyond project specific clearances) be primarily focused on areas most likely to contain significant, intact properties most susceptible to impacts such as erosion, livestock trampling, OHV use, artifact looting, and concentrated recreation use?
- How can sites and localities be evaluated for significance and managed as such given timeframes and constraints imposed by the needs of other resource management?
- Can all data pertaining to sites and localities be successfully tracked in an automated data base?
- Can cost-share agreements with universities, research teams, undergraduate and graduate students, and the tribe be implemented to gain scientific and cultural information that will form the basis for interpretation?
- Will resources, both internal and external, be available for BLM cultural personnel to gain training and experience required to make oral and written interpretive presentations as well as prepare design and construction of interpretative panels and facilities?
- Will active consultation with Indian tribes be implemented and continued to establish baseline data for traditional religious sites and use areas?

- Will development of an Andrews RA tribal use plan by the BLM, with cooperation of the various tribes, be undertaken and would it aid in increased coordination with tribes?

Issue 13: Noxious Weeds

The Burns District Noxious Weed Management Program implements a seven goal program for the District. The goals include prevention and detection, education and awareness, inventory, planning, integrated weed management, coordination, monitoring, evaluation, research and technology transfer. The District weed data base covers sites, monitoring, and treatment methods.

How are noxious weeds to be controlled and eradicated?

Management Concerns

- Should the Burns District's Noxious Weed Management Program EA (EA OR-020-98-05) continue to be implemented in its present form or should it be evaluated and modified if necessary?
- How will management of noxious weeds in SMAs (including Wilderness) be successfully conducted within the restraints required by the guidelines and requirements of those SMAs?
- Can data in the District weed data base be successfully broken out, summarized, and utilized specific to the Andrews RA and the CMPA?
- Can the BLM effectively increase cooperative work with other agencies to monitor locations and spread of weeds? If so, how can this be accomplished?

Issue 14: OHV Management

In January 2001, the BLM issued a *National Management Strategy for Motorized Off-Highway Vehicle Use on Public Lands*. OHV use in the Planning Area will be managed in accordance with that strategy. OHV use is currently managed through the designation of BLM-administered land as "open", "limited" or "closed." The Act designated the Wilderness as "closed" and the remainder of the CMPA as "limited to existing roads." OHV use in the WSAs, RNAs, ONAs, and ACECs is "limited to designated routes."

How will OHV use be managed in the Planning Area?

Management Concerns

- What criteria will be used to determine if current and future OHV use is compatible with OHV designations in the existing BLM OHV strategy?

- What criteria will be used to determine if OHV use is causing “considerable adverse effects” to Andrews RA resources?
- What changes should occur to current OHV designations if determined not to be compatible with the current BLM OHV Strategy or Planning Area objectives?

<p>Issue 15: Water Quality/Aquatic Resources/Fisheries</p>

Good water quality and aquatic habitat conditions are necessary to support healthy populations of fish and other aquatic species. There are a number of stream reaches within the Planning Area that are listed as Water Quality Limited (303D) by State of ODEQ, having less than desirable aquatic habitat conditions or both. These streams contain a variety of fish species, several of which are either listed as threatened or are considered sensitive under Federal and State law and policy. Some activities that occur on public land, including livestock grazing and recreation, may lead to degraded water quality and aquatic habitat conditions.

How will BLM manage resource uses to improve unacceptable aquatic habitat and water quality conditions (such as stream reaches listed as Water Quality Limited (303D) by ODEQ) or maintain aquatic habitat and water quality that are currently in acceptable conditions?

Management Concerns

- Do water developments/alternative water developments (reservoirs, springs) need to have application made to the State for water rights? (For smaller water developments, the lag time will be approximately 7 months to gain certificate.)
- Will workload and water quality monitoring objectives need to be determined under new management priorities? As the upper Donner und Blitzen drainage is under new management strategies, should BLM take steps to get the tributaries and mainstream de-listed from 303D, or should the State focus on these areas?
- To what extent will livestock management and brush control be conducted to meet fisheries habitat requirements?
- What management practices for range and woodlands accommodate fisheries habitat requirements?
- Which areas, if any, are appropriate for reintroduction of native fish species?
- What are the long-term strategies for managing fisheries?
- To what extent will BLM adopt ODFW management objectives for fisheries?
- What management practices best address areas of biodiversity, the needs of species at the limits of their range, and species assemblages?
- How can grazing management techniques improve water quality?

Issue 16: Transportation Plan

Development of a transportation plan for the CMPA was mandated by the Act. Although the Burns District has a transportation plan in place, transportation will be addressed for the entire Planning Area.

How should the BLM manage transportation issues in the Planning Area?

Management Concerns

- What roads and trails are needed for administrative use and/or public access?
- Where are easements or other use agreements needed to ensure future access?
- Where and what roads and trails should be open or closed to motorized vehicles or limited to nonmotorized, nonmechanical traffic?
- Where and what roads or trails should be seasonally closed for protection and/or improvement of resources or for public safety?
- To what standards should roads and trails be maintained?
- Are there roads or trails that no longer serve management purposes and can be abandoned and/or reclaimed?
- Are there areas where new roads or trails should be considered to provide access to important public resources, to prevent environmental degradation, or to improve transportation?
- What existing roads are needed to provide reasonable access to private land or areas involving other private rights or interests?
- What areas may need new roads to provide future private access?

Issue 17: Socioeconomics

Although there are no metropolitan areas within the Planning Area boundary, several communities in the County are directly and indirectly affected by public land management within the Planning Area.

Would changes in current resource uses and management practices affect the economic and social status of rural communities in the Planning Area? If so, how?

Management Concerns

- How can public land management contribute to the economic stability of small rural communities in the Planning Area?
- How would changing land use and tourism affect traditional rural life styles?
- How would land tenure adjustments affect the economic stability of small rural communities in the Planning Area?

- How, and to what extent, will the creation of the Steens Mountain specially designated areas impact communities and residents?

B. ISSUES ELIMINATED FROM DETAILED STUDY

A number of issues are beyond the scope of the RMP. For example, issues related to private and State lands will not be analyzed because this document prescribes management only for BLM-administered land. Issues related to block grants for communities/counties/States, potential changes in Federal law (e.g., laws relating to energy and mineral development and grazing), and release of WSAs are outside the scope of the RMP since they hinge on Congressional actions.

C. PLANNING CRITERIA

BLM planning regulations (43 Code of Federal Regulations 1610) require preparation of planning criteria for all RMPs. Planning criteria are the constraints or ground rules guiding and directing the development of the Plan, and determine how the planning team and the public approach the development of alternatives and ultimately selection of a Preferred Alternative. (See Chapter VIII, Section B for a discussion of alternatives.) Criteria ensure plans are tailored to the identified issues, and unnecessary data collection and analyses are avoided. Planning criteria are based on analyses of information pertinent to the Planning Area, professional judgment, standards prescribed by applicable laws, regulations, and agency guidance, and are the result of consultation and coordination with the public, other Federal, State and local agencies, and Indian tribes.

The preliminary criteria listed below were BLM developed and will be reviewed by the public before being used in the RMP process. The criteria will be included in a *Federal Register* Notice along with notification of public scoping meetings. After public input, criteria become proposed criteria and can be added to or changed as the issues are addressed or new information is presented. The Burns District Manager will approve the issues, criteria, and any changes.

1. The Plan will be completed in compliance with FLPMA and all other applicable laws.
2. The planning team will work cooperatively with the State, SMAC, RAC, tribal governments, county and municipal governments, other Federal agencies, and all other interested groups, agencies, and individuals. Public participation will be encouraged throughout the process.

3. The Plan will establish the guidance upon which the BLM will rely in managing the Planning Area.
4. The planning process will include an EIS that will comply with NEPA standards.
5. The Plan will emphasize the protection and enhancement of the Planning Area's biodiversity while at the same time providing the public with opportunities for compatible commodity-based and recreation activities.
6. The Plan will recognize valid existing rights within the Planning Area and review how valid existing rights are verified. The Plan will outline the process the BLM will use to address applications or notices filed on existing claims or other land use authorizations after the completion of the Plan.
7. The lifestyles and concerns of area residents, including the activities of grazing, fishing, and hunting, will be recognized in the Plan.
8. Any land located within the Planning Area's administrative boundary, and subsequently acquired by the BLM, will be managed consistent with the Plan, subject to any constraints associated with the acquisition.
9. The Plan will recognize the State's responsibility to manage wildlife. BLM would consult with ODFW before establishing no-hunting zones or periods for the purposes of protecting public safety, administration, or public use and enjoyment. Methods of access and the manner in which wildlife management activities are to be conducted will be governed by BLM consistent with language in the Act.
10. The Plan will address transportation and access, and will identify where better access is warranted, where it should remain as is, and where decreased access is appropriate to protect Planning Area resources and to manage visitation.
11. The management of grazing is regulated by laws and regulations. The Plan will incorporate the Rangeland Health Standards and Guidelines. It will lay out a strategy for ensuring proper grazing practices are followed within the Planning Area.
12. The planning process will involve American Indian tribal governments and will provide possible strategies for the protection of recognized traditional uses, if such uses are identified.

13. Decisions in the Plan will strive to be compatible with existing plans and policies of adjacent local, State, Federal, and tribal agencies as long as the decisions are consistent with Federal law governing the administration of public land and (for the CMPA) the purposes of the Act.
14. In addition to the general criteria listed above, specific criteria apply to the CMPA.

The Plan will meet the following specific requirements of the Act:

- a. Protect the CMPA's natural resources and outstanding recreation opportunities, while encouraging cooperative management;
- b. Describe the appropriate uses and management of the CMPA consistent with the Act;
- c. Incorporate, as appropriate, decisions contained in any current or future management or activity plan for the CMPA and use information developed in previous studies of the land within or adjacent to the CMPA;
- d. Provide for coordination with State, County, private local landowners and the Burns Paiute Tribe; and
- e. Determine measurable and achievable management objectives consistent with the management objectives stated in the Act to ensure the ecological integrity of the area (see Section III).

15. In addition to the criteria listed above, the following program specific criteria apply to the RMP/EIS.

a. Air Quality

Under the Clean Air Act, air quality of the Planning Area is designated as PSD Class II. All land will be managed under Class II increments unless reclassified by the State of Oregon.

b. Water Quality

The Federal Water Pollution Control Act of 1977, as amended (Clean Water Act), requires the BLM to be consistent with State nonpoint

source management program plans and relevant water quality standards. Section 313 requires compliance with State water quality standards. The RMP/EIS will incorporate Best Management Practices (BMPs) or other conservation measures for specific programs and activities. Water quality will be maintained or improved in accordance with State and Federal standards.

c. Soil Management

Soil will be managed to protect long-term productivity. BMPs will be incorporated into other programs to minimize soil erosion and compaction resulting from management actions.

d. Vegetation Management

Vegetation will be managed to provide for biological diversity at the landscape level, to protect and restore native perennial and desirable nonnative perennial species, and to provide for consumptive uses and nonconsumptive values, including visual quality and watershed condition. Livestock forage allocations, established in the Andrews RA grazing program EIS and subsequent agreements and decisions, will not be revised by this plan.

Grazing management adjustments will occur on a priority basis over the life of the plan through the adaptive management process and subsequent agreements, decisions, or activity plan revisions. Authorization of livestock use in the Planning Area will be subject to change through the life of the plan. The RMP/EIS will include provisions for plant maintenance, watershed protection and stability, and wildlife habitat and will provide for livestock and wild horses. Fire and other treatment methods are considered tools to meet vegetation management objectives.

e. Riparian Areas, Floodplains, and Wetlands

Riparian areas, floodplains, and wetlands will be managed to restore, protect or improve their natural functions relating to water storage, ground water recharge, water quality, and fish and wildlife values.

f. Woodland Management

Woodland areas desired for production will be managed on a sustained yield basis. All juniper and quaking aspen woodlands will be managed to protect long-term biological productivity and diversity and watershed values.

g. Noxious Weed Control

The BLM will work with County, State, and Federal agencies to monitor the locations and spread of noxious weeds. Noxious weed control will be conducted in accordance with the integrated weed management guidelines and design features identified in the Burns District Noxious Weed Management Program. The BLM will assess land prior to acquisition to determine if noxious weeds are present.

h. Special Status Species

The BLM is mandated by law to assist in the conservation and recovery of species listed as Threatened or Endangered or proposed for listing under the Endangered Species Act (ESA). Federal actions that may affect the well being of these species require consultation with the USFWS. BLM policy requires that authorized actions do not contribute to the need to list any other Special Status species under the provisions of the ESA. The intent is to avoid the need for future listings of species as threatened or endangered.

i. Wild Horses

Forage will be provided to support wild horse populations at levels established in accordance with the Wild Free-Roaming Horse and Burro Act. Adjustments in range allocation will be based on monitoring to ensure a thriving natural ecological balance within HMAs.

j. Livestock Management

Grazing of public land will be authorized under the principles of multiple-use and sustained yield. Livestock will be managed to maintain or improve public land resources and rangeland productivity and to stabilize the livestock industry dependent on the public range over the long term. Forage will be allocated by allotment for livestock grazing on

suitable rangeland based on multiple-use and sustained yield objectives. Existing management systems, including those outlined in AMPs, will continue until evaluations indicate that change is needed to meet objectives.

The process for determining livestock forage allocations through allotment evaluations will proceed in accordance with BLM regulations and policy.

k. Fire Management

Wildland fire, as a critical natural process, will be integrated into land and resource management planning to assist in the attainment of resource management objectives. The use of surface-disturbing equipment to suppress wildland fires will be restricted in areas such as Wilderness, WSAs, and areas containing significant cultural or paleontological values, except when needed to protect human life or property. Public land affected by fire will be managed in accordance with multiple-use objective.

l. Land Tenure Adjustments

BLM-administered land will be retained in public ownership unless disposal of a particular parcel is determined to serve the public interest. Land may be identified for disposal by sale, exchange, State indemnity selection or other authorized methods. Land types will be identified for acquisition based on public benefits, management considerations, and public access needs. Specific actions that meet land tenure adjustment criteria established in the RMP/EIS will occur with public participation and will be made in consultation with local, County, State, and tribal governments.

m. Rights-of-Way

Public land will generally be available for land use authorizations including transportation and utility rights-of-way with preference given to existing corridors. Exceptions will include areas specifically prohibited by law or regulation (e.g., wilderness and WSAs) and specific areas identified because of a need to protect resource values.

n. Energy and Minerals

Except where specifically withdrawn to protect resource values, public land will be available for energy and mineral exploration and development subject to applicable Federal and State laws and regulations.

o. Recreation

All public land will be identified as being within either Special Recreation Management Areas or Extensive Recreation Management Areas. Some areas may be subject to special measures to protect resources or reduce conflicts among uses. Where there is a demonstrated need, the BLM may develop and maintain recreation facilities including campgrounds, picnic areas, interpretive sites, boat access, and trails.

p. Motorized Vehicle Use

All public land will be designated as open, limited or closed for OHV use. Public safety, resource protection, user access needs, and conflict resolution will be considered in assigning these designations.

q. Visual Resources

The BLM will manage public land to protect the quality of scenic (visual) values in accordance with established guidelines. All public land will be designated as VRM Class I, II, III or IV.

r. National Wild and Scenic Rivers System

As required by law, streams will be evaluated for potential addition to the National Wild and Scenic River System. The evaluation will be conducted according to guidelines published by the Secretaries of Interior and Agriculture on September 7, 1982, and other applicable guidance. Designated WSRs will be managed in accordance with laws and existing plans.

s. Wilderness and Wilderness Study Areas

Wilderness will be managed according to the Wilderness Act and wilderness regulations. WSAs designated under authority of FLPMA, Sections 603 and 202, will be managed in accordance with the IMP. This planning effort will not reopen the initial wilderness review mandated by Section 603 of FLPMA, and it will not change existing decisions, signed by the Secretary of the Interior, to recommend areas as suitable for wilderness designation. New areas could be inventoried for wilderness characteristics during the planning process. Any new wilderness inventories and studies will be conducted under the authority of Sections 201 and 202 of FLPMA.

t. Cultural and Paleontological Resources

Cultural and paleontological resources will be managed to maintain or enhance scientific, interpretive and educational values. Cultural resources will be managed to protect American Indian interests where possible.

u. Areas of Critical Environmental Concern

ACECs will be designated where special management attention is required to protect historical, cultural, or scenic values, natural resources or processes, or human life and safety. Management requirements for ACECs will be identified in the RMP/EIS.

CHAPTER VI. DATA AND GEOGRAPHIC INFORMATION SYSTEM NEEDS

The staff has identified data and Geographical Information System (GIS) needs required to address resource and use issues and develop and analyze impacts of plan alternatives. Table 1 summarizes these data needs and provides a cost estimate for collecting data. In many cases, existing resource information, e.g., SEORMP, is available in the Andrews Field Office and will be used in formulating resource objectives and management actions.

Some data, however, needs to be updated, compiled, and put into digital format for use in the planning process and for development of Plan maps. GIS theme maps are the building blocks to quantify resources, create additional maps, and manipulate resources during alternative formulation. In order to meet Plan deadlines, accelerated map preparation may have to occur, and other work may take a lower priority. The Act contained maps showing special

designations. Through the planning process final maps will be prepared and submitted to Congress for the CMPA, Wilderness Area, WSRs, Redband Trout Reserve, Mineral Withdrawal Area, and the WJMA.

In addition to existing information, new data is also needed in some areas to provide Plan baseline inventory and resource condition information. Wilderness campsite inventories and road and trail inventories will be available for use in the Plan/EIS analysis. Additional data will be gathered prior to preparation of the Final Draft EIS.

The Plan may recommend additional resource data be gathered. TABLE 1 provides a list of known data needs grouped by resource (not in priority order at this time) based on the issues identified under CHAPTER V. ANTICIPATED ISSUES, MANAGEMENT CONCERNS AND PRELIMINARY PLANNING CRITERIA, rationales for why they are needed for plan development and projected cost requirements.

Oregon State Office (OSO) staff assistance is requested on a number of data needs including cadastral and socioeconomic impact. Estimated labor costs for OSO staff involvement are included in Estimated Costs. The total costs for collecting data for the Plan are carried forward into the Proposed Budget for Plan Preparation in CHAPTER XI. BUDGET.

TABLE 1 PREPLAN DATA STATUS

Planning Question	Needed Data Set(s)	Is Needed Data Set Available? <i>Yes/No/Partially</i>	Work Needed to Obtain New Data or Prepare Existing Data?	Est. Cost? \$\$	Are Metadata Available? <i>Yes/No</i>	Source of Data Standard?	Does Available Data Meet National or Regional Standard?	Source of Potential National or Regional Data Standard?
Lands and Realty: Under what circumstance should BLM consider exchanging BLM-administered land or consider selling isolated or difficult to manage land? Under what conditions should private land with high natural resource values, be purchased from willing sellers? Should non-Federal mineral estates or other interests underlying Federal surface be acquired by exchange or purchase?	Burns District GIS SEORMP Proposed Land Tenure Zones Three Rivers Land Tenure Zones	Yes Yes Yes	Overlay resource values with ownership and physical/political property boundaries to determine what land should be retained, acquired or is suitable for disposal. Use previous plan zones as beginning point.	\$1,300 (.25 WM) Base	Partially			
What level of access to public land should BLM achieve?	Burns District GIS BLM Title Records - MTPs, LR2000, Case files	Yes Yes	Digitize easement and other access data from existing records. Overlay on existing roads to determine access needs.	\$5,300 (1WM) Base			Yes	
Should BLM consider selling land for public purposes or community expansion?	Burns District GIS	Yes	Determine what public land adjacent to communities is suitable for disposal. Overlay ownership, resource, and boundary themes in and around communities to determine which, if any, land is suitable.	\$1,300 (.25 WM) Base			Yes	
What land should be recommended for withdrawal to protect RA/CMPA resources.	Burns GIS BLM Title Records OR/WA SO Withdrawal Inv.	Yes Yes Yes	Establish criteria on what land should be withdrawn. Determine if land is already withdrawn.	\$1,300 (.25 WM) Base				
Where should utility corridors be designated and right-of-way avoidance or exclusion areas be established? What areas should be open to rights-of-way and land use authorizations on a case-by-case basis? What mitigation would be appropriate on land that is suitable to right-of-way or land use authorization?	Burns District GIS BLM Title Records - MTPs, LR2000, Case files SEORMP Western Utility Group Right-of-Way Corridor Study Local Utility Systems Maps	Yes Yes Yes Yes Partially	Procure/acquire systems maps. Digitize data not currently in automated systems. Establish criteria to determine what areas will be considered corridors, exclusion, avoidance or open.	\$5,300 (1 WM) Base				

Should some Federal agency withdrawals be considered for revocation with return of this land for BLM administration.	Burns GIS BLM Title Records OR/WA SO Withdrawal Inventory	Partially Yes Yes	Determine what land is subject to withdrawal review and appears suitable for revocation.	\$1,300 (.25 WM) Base	Unknown		Yes	
Riparian How will riparian vegetation communities be managed to improve or maintain ecological condition, species diversity, bank stability, water quality, and the timing of watershed discharge while providing for resource uses such as grazing, recreation, water development, mineral exploration, and development?	Baseline PFC on about 6 miles of existing unsurveyed riparian areas & about 20 miles of riparian areas newly acquired through Steens land exchanges	No	Inventory these unsurveyed areas for PFC	\$10,000 (<2 WMs)	Partially	Proper Functioning Condition Analysis for Riparian and Wetlands areas		
Fire Management: How will BLM manage wildland fire to be consistent with resource objectives while protecting life and property?	Wildland Urban Interface Inventory	No	Fuels Spec. will complete thorough research	\$6,000 (<1.25 WM) Base	Partially			
Wildlife What are long-term strategies for managing fish, wildlife, and plants including Special Status species?	Programmatic MOA with USFWS	No	Establish agreement with USFWS for consultation throughout life of the writing of the plan	\$25,050 (4.75 Wms) Extra	No			
Recreation: How should the BLM manage recreation opportunities for both developed and dispersed recreation uses?	Numbers of unpermitted commercial/organized groups Visitor use and activity data SRP use data	No Partial Partial	Temp/LEO/Mary/Evelyn to collect field data, Evelyn to analyze data Temp/Mary/LEO to collect field data, Evelyn/Mary to analyze data Mary/Evelyn/LEO to collect field data, Evelyn to analyze data	\$2,600 (.5 WM) Base \$10,000 (<2 Wms) Base \$10,000 (<2 Wms) Base	Partially			
How should OHV use be managed in the Andrews RA/CMPA?	Road data for CMTA transportation plan and identification of Roads to be closed seasonally or permanently Alvord Playa use	Partial Partial	Rec staff, OYCC, and specialists to collect and analyze data LEO/Evelyn/Mary/temp to collect and analyze OHV use data	\$10,000 (<2 Wms) Base \$2,500 (.5 WM) Base				

How should the natural and wilderness resources of the Steens Mountain Wilderness and <i>wild river segments</i> be preserved?	WSR values of new segments Ankle, Mud, Kiger, Wildhorse, Little Wildhorse on private land	No	Temp/Wilderness Specialist/ORP to conduct WSR inventories, determine Outstanding Remarkable Values, write report	\$7,500 (<1.5 Wms) Base				
	Roads in wilderness to be closed	No	Specialists/OYCC/temp/ Mary to inventory and GPS roads, Wilderness Specialist/Temp to convert GPS to GIS	\$7,500 (<1.5 Wms) Base				
	Wilderness campsite inventory - GPS, detailed vegetation/ campsite/soil compaction studies/LAC indicators	Partial	Temp/Wilderness Specialist to conduct inventory, collect and interpret data, convert to GIS	\$20,000 (3.75 Wms) Base				
	WSR corridor boundaries & maps - Ankle, Mud, Kiger, Wildhorse, Little Wildhorse	No	ORP to draft boundaries on maps, GIS to digitize Temp/Mary to GPS trails and convert to GIS	\$2,500 (<.5 WM) Base				
	Little Blitzen, Wildhorse & other trail locations	No	Temp/Wilderness Specialist to GPS trails and convert to GIS	\$2,500 (<.5 WM) Base				
	Vegetation survey and use information for Wet Blanket trail	No	Temp/Wilderness Specialist, Botanist to conduct vegetation survey and collect use data	\$5,000 (<1 WM) Base				
	Wilderness resources on new wilderness - between Alvord Peak and High Steens WSAs	No	Temp/Wilderness Specialist/ORP to conduct wilderness inventory and document values	\$5,000 (<1 WM) Base				
	Social studies - wilderness visitor interaction	No	Temp/Wilderness Specialist to collect data in field and compile data	\$10,000 (<2 Wms) Base				
	LAC indicators for canyon loop trail	No	Temp/Wilderness Specialist to set up and monitor indicators	\$4,000 (<1 WM) Base				

Should existing SMAs be continued or expanded, and are there additional areas suitable for designation?	Wilderness resources on land acquired through land exchange	Partial	Temp/Wilderness Specialist/ORP to conduct wilderness inventories and prepare write-ups	\$20,000 (3.75 Wms) Extra				
	New WSA maps/acreages	Yes	GIS to prepare new maps and compute acreages	\$1,300 (1 WM) Base				
Minerals: How will BLM manage energy, mineral, and recreational mineral resources on public land?	Digitize leasing stipulations for 3Rs part of RMP	Partially	Geologist/GIS/NRS work together to produce data	\$750 (<.25 WM) Base	Partially			
	Extend mineral potential maps Min-1 through Min-6 to include 3Rs part of RMP	Partially	Geologist/GIS review USGS raw data and extend mineral potential lines to match the 3Rs RMP data as needed	\$750 (<.25 WM) Base				
	Revise mineral maps Min-1 through Min-6 to reflect land exchanges and the large mineral withdrawal area	Partially	Geologist/GIS will revise	\$750 (<.25 WM) Base				
	Prepare a rock collecting map	No	Geologist/GIS prepare map	\$1,000 (<.25 WM) Base				
	Mercury Analysis of selected sites in Pueblos & Steens	No	Geologist will sample	\$5,000 (<1 WM) Base				

CHAPTER VII. PARTICIPANTS IN THE PROCESS

A. ROLES, RESPONSIBILITIES, AND AUTHORITIES

1. Management Team

- a.** BLM State Director: Approves Preplan Analysis and Draft Plan and signs EIS, BLM's ROD, and final document; provides staff coordination and review; assists in protests; provides scarce skill specialist assistance for the Interdisciplinary (ID) Team as needed.
- b.** District Manager: ensures final product is responsive to the issues and is implementable; ensures management of land and resources along agency administrative boundaries is arrived at in a collaborative manner to avoid different approaches and confusing direction in these areas; helps develop issues and questions; keeps State Director up-to-date on progress and recommends solutions to keeping progress on track; recommends approval of the preplan analysis; recommends draft and final products to State Director.
- c.** Andrews RA/Steens CMPA Manager: Manages daily operations of Andrews RA; provides overall direction and management guidance to the core and ID Team; provides overall supervision of Andrews RA staff, sets priorities for completing plan, and general oversight of RMP preparation details; prepares and executes Andrews RA budget, hires and supervises staff; serves as point person in the RMP public participation process.
- d.** Three Rivers RA Manager: Manages daily operations of Three Rivers RA; serves as main contact for the RMP concerning Three Rivers RA land lying within the CMPA.

2. Core Team

- a.** Planner - EIS Project Manager: Acts as the planning project manager during the Plan preparation period; responsible for the completion of day-to-day tasks that result in progress being made toward getting the Plan completed; directs involvement of the Core and ID Team; ensures public involvement; coordinates with contractor, and does what is necessary to complete the Plan in a timely manner. Planning components to be completed include Preplan, Analysis of the

Management Situation/Subbasin Review, Andrews RA/CMPPA RMP, and EIS and Implementation Schedule..

- b.** Wilderness, Recreation, Natural Resource and Wildlife Specialists, Water Resource Specialist and Management Support Specialist: Receive direction and leadership from Project Manager; provide recreation, wilderness, and biological resource management input into the plan; provide review of and edit ID Team input to ensure issues are resolved in an interdisciplinary approach; coordinate with and provide feedback to ID Team members, and assist and guide them as needed during, before, and after submissions; assist in conducting public meetings and responses to inquiries; and assists Project Manager in team or management briefings as needed. Core team members, along with the Project Manager will be the main resource contacts for the contractor.

3. Interdisciplinary Team

Attend all ID Team meetings; submit input for various components of the Plan and EA that will, within the scope and detail of the plan, resolve the identified issues in an interdisciplinary and coordinated manner; submit typed, accurate, and properly formatted input (and backup maps as needed) to Core Team, on time; coordinate and communicate with employees in appropriate offices or other agencies to ensure the Plan contains interdisciplinary, complete, and accurate information; consult with Core Team in advance of deadlines, in the event delays are anticipated or input questions arise; assure an interdisciplinary approach is used during writing periods by consulting with allied resource specialists and support personnel; and provide maps at the appropriate scale for publication and for use during the analysis period. GIS personnel will digitize resource themes, create base map(s) for documents, provide analysis, and troubleshoot.

4. Bureau of Land Management Oregon State Office

- a.** All resource and land use program leaders will provide management guidance and review, policy interpretation, and general assistance.
- b.** Burns District requests OSO GIS staff provide meta data assistance, and assistance with GTRN (roads) and HYD/ARIMS (streams) for the RMP.

- c. Planning and Environmental Staff provides Plan/EIS preparation guidance; interpretation of NEPA policy and regulations; technical review of entire document(s); communication with OSO personnel in seeking clarity and interpretation of policy and direction from OSO; coordinates and consolidates OSO staff review and responses to issues and draft documents and submits to Project Manager.
- d. Provides quality assurance for procurement and publication (printing, design, and cartographic overview), as well as budget and financial planning help. We anticipate OSO procurement analyst and contracting officer will provide guidance for preparation and oversight of contract for writing of RMP.

5. Bureau of Land Management Washington Office Planning Staff/National Landscape Conservation System Office

- a. Staff from these offices will assist in project design and procedural guidance.
- b. The Washington Office will participate in the resolution of any possible planning protests.

B. TEAM LISTS

1. Management Team

Elaine Zelinski, Oregon State Director
 Thomas Dyer, District Manager, Burns District
 Miles Brown, Field Manager, Andrews RA
 Cody Hansen, Field Manager, Three Rivers RA

2. Core Team

Kelly Hazen, GIS Specialist
 Rick Hall, Natural Resource Specialist/Assistant Project Manager/Technical Coordinator (Vegetation, ACECs, Special Status Species–Plants, Soils)
 Darren Brumback, Water Resource Specialist (Water, Fisheries)
 Mary Emerick, Park Ranger (Wilderness, WSAs, OHV)
 Evelyn Treiman, Outdoor Recreation Planner (Recreation, WSRs, Visual Resources)

Matt Obradovich, Wildlife Biologist (Wildlife, Special Status Species–Animals, Animal Damage Control)
 Rhonda Karges, Management Support Specialist
 Gary Foulkes, Planning and Environmental Coordinator/Project Manager
 (Air Quality, Environmental Justice, Socioeconomics)

3. **Interdisciplinary and Support Team**

<u>Resource</u>	<u>Specialists</u>
Noxious Weeds	Leslie Richman
Livestock Grazing	Jim Buchanan, Carolyn Chad, Cam Swisher, Dave Ward, Manny Berain
Woodlands	Jon Reponen
Fire	Jeff Rose, Russ Truman
Minerals/Geology	Terri Geisler
Hazmat	Terri Geisler
Transportation/Realty	Skip Renschler
GIS	Pam Keller
Cultural Resources	Scott Thomas
Cadastral	Skip Renschler
Air Quality	OSO/NSTC
Environmental Justice	OSO
Economics	OSO
Horses/ Burros	Dean Bolstad
Fisheries	Cindy Weston
Riparian	Cindy Weston
Wetlands	Cindy Weston
Water Resources/Rights	Cindy Weston, Tim Kramer

4. **Bureau of Land Management State Office**

Selected staff as determined by Oregon/Washington State Office management.

5. **Bureau of Land Management Washington Office/NLCS**

Selected staff as determined by Washington Office and NLCS management.

C. **COOPERATION, CONSULTATION, AND COORDINATION**

1. **Public involvement** - All interested parties, both local and National, will have opportunity for input into all major decision making, including all aspects of the

development of the Management Plan. The Plan will be prepared in close consultation with appropriate Federal, State, tribal, and county agencies.

2. **Advisory Committee** - The Southeast Oregon RAC provides advice to the BLM on resource issues in Southeast Oregon. The RAC will be consulted in the Plan preparation process.
3. **Steens Mountain Advisory Council** - This council will have primary responsibility for advising the BLM on management of the CMPA. Members include:
 - a. A private landowner in the CMPA (appointed from nominees submitted by the County Court of Harney County);
 - b. Two persons who are grazing permittees on public land in the CMPA (appointed from nominees submitted by the County Court of Harney County);
 - c. A person interested in fish and recreational fishing in the CMPA (appointed from nominees submitted by the Governor of Oregon);
 - d. A member of the Burns Paiute Tribe (appointed from nominees submitted by the Burns Paiute Tribe);
 - e. Two persons who are recognized environmental representatives, one of whom shall represent the State as a whole, and one of whom is from the local area (appointed from nominees submitted by the Governor of Oregon);
 - f. A person who participates in what is commonly called dispersed recreation, such as hiking, camping, nature viewing, nature photography, bird watching, horseback riding, or trail walking (appointed from nominees submitted by the Oregon BLM State Director);
 - g. A person who is a recreation permit holder or is a representative of a commercial recreation operation in the CMPA (appointed from nominees submitted by the Oregon BLM State Director and the County Court of Harney County);
 - h. A person who participates in what is commonly called mechanized or

consumptive recreation, such as hunting, fishing, off-road driving, hang gliding, or parasailing (appointed from nominees submitted by the Oregon BLM State Director);

- i. A person with expertise and interest in wild horse management on Steens Mountain (appointed from nominees submitted by the Oregon BLM State Director);
- j. A person who has no financial interest in the CMPA to represent Statewide interests (appointed from nominees submitted by the Governor of Oregon).

Final selections for Council positions will be made by the Secretary of the Interior.

- 4. **Partnerships** - The area will be managed in concert with local citizens and volunteers, building on the tradition of local stewardship of the area. Cooperating agencies for the RMP/EIS are USFWS, State of Oregon Departments of Fish and Wildlife and Environmental Quality, Burns Paiute Tribe, and Harney County.

CHAPTER VIII. FORMAT AND PROCESS FOR THE PLAN

A. GENERAL STEPS AND FORMAT

The format and outline for the Plan will come from BLM NEPA and wilderness planning and management guidance and manuals. All legal and policy requirements will be met in the Plan and in the process regarding public notices, required elements distribution of draft and final documents. The NEPA requirements and Council on Environmental Quality (CEQ) guidelines will be met.

Public comments will be analyzed after a 90-day review period for the Draft Plan/EIS. All comments will be considered before the final Plan/EIS, and RODs are published.

B. ALTERNATIVE FORMULATIONS

A range of alternatives, including a No Action Alternative, will be developed to respond to the issues identified at the outset of the process and as a result of public scoping. Each alternative will provide different solutions to the issues and concerns conveyed. The objective in alternative formulation will be to develop realistic, implementable

solutions. Some subalternatives may be identified where only portions of an alternative require variations in resource management potential. Due to the mandates of the Act, alternatives may require differing formulations for the CMPA apart from alternatives developed for the Andrews RA.

Preliminary alternatives to be formulated for the Plan include:

1. **ALTERNATIVE A: No Action/Continuation of Existing Management Alternative**, which would continue the present management strategies while meeting the legislative requirements for the Plan mandated by P.L. 106-76 and other laws and regulations.

(The No Action Alternative is not viable for mandates of the Act.) This alternative continues implementation of the Andrews MFP and incorporates the decisions in the Andrews Grazing Management EIS and rangeland program summary as well as all decisions subsequent to the MFP.

2. **ALTERNATIVE B: Enhanced Protection and Conservation Alternative**, which would maximize the enhancement and protection of the Planning Area's natural, cultural, scenic, biological and wilderness resources. This alternative would emphasize natural values and the functioning of natural systems. Commodity production would be substantially constrained to protect sensitive resources or accelerate improvement in their condition.

3. **ALTERNATIVE C: Enhanced Commodity Production Alternative**, which would maximize commodity production opportunities available in the Planning Area, while providing the legally required protection for the Area's SMAs and other natural resources. Restraint on commodity production for the protection of sensitive resources would be the least restrictive possible within the limits defined by law, regulation, and BLM policy. Potential impacts to sensitive resource values would be mitigated on a case-by-case basis.

4. **ALTERNATIVE D: Balanced Uses Alternative**, which would consider both natural resource protection and commodity production by balancing protection and enhancement of natural resources with the needs of public land users. Constraints on commodity production would be implemented to protect sensitive resources, but management constraints on commodity production would not be as minimal as in Alternative C or as stringent as in Alternative B.

C. INTERNAL REVIEW OF THE PLAN

Approximately 2 months each will be permitted for the internal review of the draft and final Plan and EIS by the BLM, including time required to transmit comments to the Core Team, OSO, and Washington Office (WO). Forms will be supplied electronically to all reviewers to facilitate receipt and analysis of comments and ensure a complete planning record. BLM review will take place at the Andrews RA Field Office and to a lesser extent at the OSO.

D. FORM OF INPUT FROM INTERDISCIPLINARY TEAM AND REVIEWERS

BLM reviewer input will be in an electronic format in Corel WordPerfect software. Input also will be provided verbally, on flipcharts, via e-mail, or other media at group and one-on-one meetings and contacts. The BLM will provide formal comments in electronic form to the contractor.

E. RESOURCE MANAGEMENT PLAN/ENVIRONMENTAL IMPACT STATEMENT CONTRACTOR

The RMP/EIS process will, in part, be contracted by BLM to an independent company with experience in producing such documents. The company will be responsible for existing data assembly and writing of the document. (Maps will be constructed by Burns District staff.) Additional responsibilities will include assisting in the public scoping process, in *Federal Register* notices, in compiling and responding to public comments on the Draft and Final RMP/EIS, and to possible protests. The Project Manager will have direct oversight for all contractor responsibilities and will be the primary BLM contact for the contractor during all phases of the process. The technical contract will be administered by the OSO contracting staff.

F. PLAN PREPARATION SCHEDULE

A proposed preparation schedule for the planning process is provided in Appendix B. The schedule gives estimated timeframes for the completion of the required plan components.

CHAPTER IX. PUBLIC NOTIFICATION PROCESS AND STAKEHOLDERS LIST

The public participation opportunities for the major stages of the planning process are listed below. Dates for these events will be publicized when finalized. Appendix C provides a

preliminary draft of the public participation schedule. Every effort will be made to ensure meaningful public involvement throughout the process, including the use of internet technology.

A. IDENTIFICATION OF ISSUES, PLANNING CRITERIA, AND MANAGEMENT CONCERN

1. *Federal Register* Notices of Intent, media articles, and website information regarding the preparation and content of the Plan, and schedule of upcoming scoping meeting will be readily available. E-mail messages or letters will be sent to people on the mailing list. An Analysis of the Management Situation (AMS) and Sub-basin Review will be prepared and circulated for public review prior to issuance of the Draft EIS.
2. Informal, public, open-house scoping meetings will be organized and facilitated by BLM and the Plan contractor to gather public input on the issues, management concerns to be resolved in the Plan, and on the planning criteria and process. At these meetings interested parties will have the opportunity to give written comments to BLM as well as engage in discussion of issues. Requests for written comments on issues/scope of the Plan will be sent out during the public scoping period. Comments on the Draft and Final RMP/EIS will be solicited.

B. FORMULATION OF ALTERNATIVES/PUBLIC INTEREST

1. Scoping meetings with interested parties and agencies will be held at several locations in order to solicit comments on alternatives and ensure all appropriate issues are addressed. Periodic progress reports to interested parties will provide up-to-date information on the RMP/EIS process.
2. Public input via written responses within the 30-day scoping/comment period will be incorporated into the process where appropriate.
3. After the scoping period, flyers will be sent to all parties who have expressed interest in the Planning Area. At that time parties can designate their level of interest in the remaining process by returning the flyer to BLM.

C. ISSUANCE OF THE DRAFT RESOURCE MANAGEMENT PLAN/ENVIRONMENTAL IMPACT STATEMENT

1. Public Notice of the availability of the Draft RMP/EIS, *Federal Register* Notices regarding the availability of the Draft RMP/EIS and dates for the 90-

day period for public comments will be published in local/regional papers advertising the availability of the Draft RMP/EIS. The schedule of the public meetings to be held during the comment period will be published at this time.

2. Public meetings will be held locally during the 90-day public comment period to gather written input on the Draft RMP/EIS.

D. ISSUANCE OF PROPOSED FINAL RESOURCE MANAGEMENT PLAN/ENVIRONMENTAL IMPACT STATEMENT

1. The Final RMP/EIS will be sent to those who commented on the Draft RMP/EIS and/or requested a copy. The availability of the Plan will be advertised in regional newspapers, *Federal Register*, and other media. A notice of a 30-day protest period will be published in all appropriate media.
2. The Governor's consistency review (60 days) will run concurrently with the 30-day protest period.

E. RESPONSE TO PROTESTS

1. Written responses will be sent to the public as needed.
2. A *Federal Register* Notice requesting comments on significant changes made as result of a protest will be published if significant changes are warranted.

F. ISSUANCE OF APPROVED PLAN/RECORD OF DECISION

The public will be notified via news articles, e-mail, website, and transmittal letters of the availability of the approved Plan and Records of Decisions.

G. STAKEHOLDERS LIST

Major groups of stakeholders have been identified and are listed below. Additional stakeholders will be identified throughout the process. A mailing list identifying key people in these organizations, agencies, and interest groups will be compiled with the assistance of the Plan contractor who will be responsible for handling all mailings, and notifications of public meetings, input deadlines, and other steps associated with the public participation process.

Interested publics
Special Interest Groups

National, State, and local agencies
Adjacent private landowners
Grazing Permittees
Lien holders
Interested businesses and consultants
American Indian Tribal Governments
Search/Rescue groups
Southeast Oregon Resource Advisory Council
Steens Mountain Advisory Council
Media

CHAPTER X. ANDREWS RESOURCE AREA STAFFING, OFFICE SPACE, AND EQUIPMENT NEEDS

Preparation of the Plan will require assistance and involvement by the Burns District Office, Andrews RA, and selected Three Rivers Field Office staff. Internal staffing support for preparation of the Plan is identified in VII (B) above. The six resource specialists on the Core Team are expected to participate in plan development for 25 percent of their time. The Management Support Specialist will participate in plan development approximately 40 percent of her time, and the District Planning and Environmental Coordinator will participate approximately 80 percent of his time. Support team specialists are expected to participate 10 percent of their time.

In order to support the ongoing and expanding resource management requirements within the Planning Area, two term or temporary resource specialists will be hired. In order to provide the necessary support for ongoing NEPA requirements within the District, a term Planning and Environmental Coordinator will be hired.

Community participation in the plan development is integral to the success of the planning effort. In order to assure planning support and participation from the local community, the District will develop an agreement with the local County government to provide planning support for the Plan.

The additional staffing and equipment requirements necessary to complete the Plan necessitates the District seek additional temporary office space. The building which currently houses the Burns District Office has reached capacity. Temporary office space will be sought to support the planning effort.

CHAPTER XI. BUDGET

Table 2 provides the proposed total “Budget for RMP Preparation” for 2001 through 2004. The budget includes all costs associated with development of the Plan including, data needs collection, contracting costs, BLM staff workmonths, *Federal Register* Notices, vehicles, travel, and support costs.

BLM workmonth costs related to plan development include Andrews and ID Team staff already on board and new positions identified. Workmonth costs were estimated at five thousand three hundred dollars (\$5,300) per workmonth. Amounts for office overhead and vehicles were based on proportionate actual cost data necessary to support this project. Contractor costs listed include costs for travel, scoping meetings, and writing costs from Draft to ROD, and the National Business Center (NBC) contract charge (estimated at 20 percent).

It is important to note only those workmonths associated with plan development are included in this budget. The table is not intended to project overall Andrews RA management needs over the next 3½ years while the Plan is being developed. These needs, which include additional permanent and seasonal positions, vehicle, maintenance, and support needs, have already been or will be identified in separate Andrews RA budget submissions to OSO and WO. Total FY 2001-2004 Andrews RA Plan development costs for BLM labor, overhead and support, and contracting services are shown below in Table 3.

TABLE 2: Proposed Budget Andrews RA Plan Preparation - Steens Mountain CMPA and Wilderness

	FY-2001		FY-2002		FY-2003		FY-2004	
ANDREWS RA PLAN COMPONENT	<i>From Base</i>	<i>Additional Funding Required</i>	<i>From Base</i>	<i>Additional Funding Required</i>	<i>From Base</i>	<i>Additional Funding Required</i>	<i>From. Base</i>	<i>Additional Funding Required</i>
Baseline Data collection, compilation and analysis	26.5 WMs = \$140,450	8.5 WMs = \$45,050						
Project Initiation - Establish Team-Statement of Work, select and hire contractor, team meetings. Travel, Overhead(OH)/Vehicle (Veh), support costs	FM- 1 WM PEC-2 WMs ID/Core-8 WMs 11 WMs = \$58,300 Travel/Support = \$5 K Subtotal =\$63,300							
Preparation of Proposed Action - Scoping analysis, outreach, ID Team meetings, contractor costs. Power Point equip, travel, support, Direct Operating Cost (DOC)/Veh. costs.	ID/Core-12 WMs AFM-1 WM PEC-3 WMs 16 WM = \$84,800 Subtotal=\$84,800	Contractor = \$60K (\$10K NBC Cost) Travel/Support = \$5 K Subtotal =\$65K						
Write Draft Plan and EIS - plan prep, internal reviews, printing costs. Support, Vehicle costs 4 Term Support 1 Term PEC			ID/Core Team- 22 WMs PEC-10 WMs FM-1 WM AFM-1 WM 34 WMs = \$180,200 Subtotal=\$180,200	PEC Term- 12 WMs Terms-48 WMs 36 Wms = \$318K Contractor = 360K (\$60K NBC Cost) County = \$25K Support = \$10K OH/Veh. = \$10K Printing=\$45K Subtotal=\$768,000	ID/Core Team- 22 WMs PEC-10 WMs FM-1 WM AFM-1 WM 34 WMs = \$180,200 Subtotal=\$180,200	PEC Term- 12 WMs Terms-48 WMs 60 WMs=\$318K Contractor = \$360K (\$60K NBC Cost) County = \$25K Support = \$10K OH/Veh. = \$10K Subtotal=\$723,000		

TABLE 2: Proposed Budget Andrews RA Plan Preparation - Steens Mountain CMPA and Wilderness

	FY-2001		FY-2002		FY-2003		FY-2004	
ANDREWS RA PLAN COMPONENT	<i>From Base</i>	<i>Additional Funding Required</i>	<i>From Base</i>	<i>Additional Funding Required</i>	<i>From Base</i>	<i>Additional Funding Required</i>	<i>From. Base</i>	<i>Additional Funding Required</i>
Write Final Plan and EIS - comment analysis, prepare final, internal review, contractor/ printing. Travel for special agency meetings, Support, Contractor, DOC/Vehicle costs							ID/Core Team- 17 WMs PEC-10 WMs 27 WMs=\$143,100 Subtotal=\$143,100	PEC Term- 10 WMs Terms-48 WMs 58 WMs = \$307,400 Contractor= \$300K (\$50K NBC Cost) County = \$25K Support = \$7K OH/Veh. = \$8K Printing=\$45 Subtotal=\$692,400
Management Decisions - prepare ROD, Governor's Consistency Review, answer protests, misc expenses, DOC/Vehicle costs							ID/Core Team- 5 WMs FM-1 WM AFM-1 WM 7 WMs = \$37,100 Subtotal = \$37,100	PEC Term- 2 WMs 2 WMs = \$10,600 Support = \$3K OH/Veh. = \$2K Subtotal=\$15,600
Total - \$3,138,200	\$288,550	\$110,050	\$180,200	\$768,000	\$180,200	\$723,000	\$180,200	\$708,000

TABLE 3
Total Budget for Plan Preparation (FY2001-04)

Total BLM Labor Costs

Core/ID Team (86 Wms)	\$455,800
PECs (Term and Permanent) (71 WMs)	\$376,300
Field and Assistant Field Managers (8 WMs)	\$42,400
Terms (144 WMs)	\$763,200
Data Collection (35 WMs)	<u>\$185,500</u>
	\$1,823,200

Total Contracting Costs

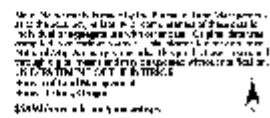
Plan Development Contract	\$1,080,000
[\$900,000 base cost + \$180,000 (20% NBC cost)]	
Printing/Mailing of Draft and Final EIS	\$90,000
County Contract	<u>\$75,000</u>
	\$1,245,000

Total Overhead and Support Costs

Office Overhead and Vehicle Costs	\$30,000
Travel/Support Cost	<u>\$40,000</u>
	\$70,000

TOTAL PLAN COST = 3,138,200 or \$784,550/year

MAP OF PLANNING AREA



APPENDIX B

PRELIMINARY PLAN PREPARATION SCHEDULE

CONTRACTOR COORDINATION (Task 1) 14 Days from Award Date

**EXISTING DATA ASSEMBLY/DATE NEEDS IDENTIFICATION
(Task 2) 21 Days from Award Date**

**PREPARE ANALYSIS OF MANAGEMENT SITUATION/SUB-BASIN REVIEW
(Task 3) December 2001**

***FEDERAL REGISTER* NOTICE OF INTENT/PUBLIC SCOPING/HOLD PUBLIC
ISSUE SCOPING MEETINGS (Burns and possible other locations)
(Task 4) February 2002**

FORMULATE ISSUES, ALTERNATIVES/PUBLIC REVIEW (Task 5) June 2002

**GATHER AND ANALYZE NEW DATA WHERE NECESSARY
..... 2002 FIELD SEASON**

PREPARE PRELIMINARY DRAFT PLAN/EIS (Task 6) February 2003

PREPARE DRAFT PLAN/EIS (Task 7) May 2003

***FEDERAL REGISTER* NOTICE OF AVAILABILITY PRELIMINARY DRAFT
PLAN/EIS, MAIL DRAFT PLAN/EIS August 2003**

**PUBLIC MEETINGS/COMMENT PERIOD ON THE DRAFT PLAN/EIS
(Task 8) August 2003**

**ANALYZE COMMENTS, PREPARE DRAFT RESPONSES, REVISE AND PREPARE
PROPOSED FINAL PLAN/EIS (Task 9) December 2003**

**PROTEST PERIOD/GOVERNOR'S CONSISTENCY REVIEW/NOTICE OF
SIGNIFICANT CHANGE (Task 10) April 2004**

**REVISE, PRINT, MAIL FINAL PLAN/EIS, *FEDERAL REGISTER* NOA
(Task 11) May 2004**

IMPLEMENTATION SCHEDULE (Task 12) September 2004

Note: Dates listed are task completion dates.

APPENDIX C

PUBLIC PARTICIPATION SCHEDULE

<u>PLANNING PHASE</u>	<u>PURPOSE</u>	<u>METHOD/ACTIVITY</u>	<u>DATES</u>
ISSUE, PLANNING CRITERIA IDENTIFICATION	Announce upcoming scoping meetings. Request written comments on issues/scope of Plan, Analysis of Management Situation, Sub-Basin Review.	Notice of Intent in <i>Federal Register</i> 30-Day Comment Period	2/02
	Develop mailing list.	Newsletter to names on Andrews RA Plan mailing list Press release to media	2/02
	Explain planning process to public. Solicit issues and concern. Identify scope of Plan.	Public Meetings in Burns, and in other locations if interest is shown.	2/02
	Explain planning process and consistency requirements to local and State government officials. Identify agency issues and concerns.	Meet with interested groups and organizations Meet with local governments and other agencies	
	Review input from groups showing interest in Plan.	Public comment period	3/02
	Respond back to the public on issues to be addressed initially. Collect additional data where needed.	News article	
	Describe alternatives that have been developed. Make sure issues are addressed. Assure focus of plan.	Newsletter to public, Plan mailing list	6/02
	Request comments on alternatives.	30-day comment period	
ALTERNATIVE FORMULATION	Obtain comments on content.	Written responses comment period	

<u>PLANNING PHASE</u>	<u>PURPOSE</u>	<u>METHOD/ACTIVITY</u>	<u>DATES</u>
	Inform local, State, and Federal agencies, interest group's key people of alternatives.	Meetings and letters	6/02
DRAFT ANDREWS RA/STEENS PLAN/EIS	Request comment on draft Andrews RA/Steens Plan/EIS. Announce upcoming public meetings.	Draft Andrews RA Plan/EIS mailed, 90-day comment period Press release to local and Portland media Notice of Availability in <i>Federal Register</i>	5/03
	Describe components of the Draft Plan/EIS and solicit comments on it.	Public meetings - Burns, and in other locations if interest is shown.	8/03
	Inform key individuals, agencies, government.	Meetings with groups, key people, government	
	Obtain comments on Draft Plan/EIS.	Written responses, 90-day comment period	8/03
PROPOSED ANDREWS RA/STEENS PLAN/FINAL EIS	Give public opportunity to review proposed decisions and protest decisions if adversely affected.	Publish Proposed Andrews RA Plan/FEIS to public and mail list <i>Federal Register</i> Notice requesting comments	12/03 12/03
	Opportunity to comment on any significant changes made as result of a protest.		12/03 3/04
		News release	
APPROVED PLAN/ROD	Notify public of final decisions.	News Article, Newsletter, transmittal letters	5/04
	Distribute Plan.	Mail approved plan to Andrews RA Plan mailing list	
IMPLEMENTATION SCHEDULE	Document and Prioritize Plan Implementation, Modification, and Monitoring		9/04

Note: Dates listed are completion dates unless so stated.

APPENDIX D

CONTACT/COMMENT DOCUMENTATION

1. NAME OF COMMENTOR(S): _____

2. LOCATION OF CONTACT: _____

3. PERSON DOCUMENTING CONTACT: _____

4. DATE: _____

5. WHAT PART OF THE PLANNING PROCESS DOES THIS CONTACT DEAL WITH?

☐ A. Mailing List

☐ B. Response to News Article/letter

☐ C. Response to *Federal Register* Notice

☐ D. Schedule

☐ E. Preplan Analysis

☐ F. Maps

☐ G. Issues

☐ H. Management Objectives/Goals

☐ I. Management Actions

☐ J. Management Concerns

☐ K. Draft plan: Which Chapter?

☐ L. Alternative(s): Which Ones?

☐ M. Final plan: Which Chapter?

☐ N. Record of Decision: Which Section? ☐

☐ O. Other: _____

6. SUMMARY OF CONTACT AND INPUT (Use reverse side if necessary.):

APPENDIX E

Specific Land Exchanges Authorized in the Act

Landowner	Acres to Landowner	Acres to United States
Roaring Springs Ranch, Inc.	76,374	10,909
C.M. Otley	3,845	851
Otley Brothers	6,881	505
Tom J. Davis	5,340	5,103
Lowther (Clemens) Ranch	11,796	1,078
Total	104,236	18,446